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A study was made of the university evening college decision-making role of resident departmental chairmen at 12 universities (four publicly supported, two Roman Catholic, six private nonsectarian) in the Midwest and East. Liberal arts department chairmen, liberal arts deans, and evening deans were interviewed. In all but two institutions, evening program decisions were made in terms of day program values and objectives. In allocating faculty (largely part time and lower ranking) and in other decisions, means were used that suggested that evening programs had low priority. Because of ambiguity in the assignment of decision-making responsibility in some departments and evening colleges, much confusion, and sometimes conflict, existed. In evaluating evening programs, department chairmen tended to favor similarity in quality (same curriculum, instruction, and measurement) and quantity (substantial offering in the discipline) to the day program, to use enrollment statistics as a measure of effectiveness, and to judge evening programs by their contribution to the fulfillment of conscious departmental objectives. (ly)

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DECISION MAKING IN THE UNIVERSITY EVENING COLLEGE

The Role of the Resident Department Chairman

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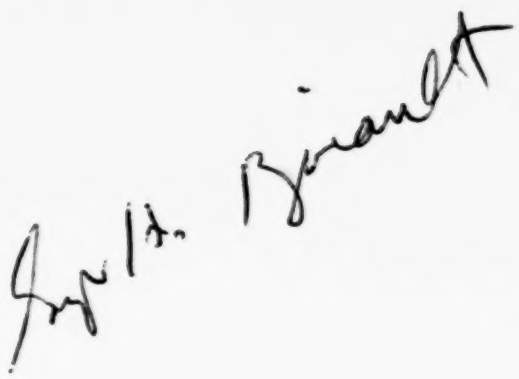
DECISION MAKING IN THE UNIVERSITY EVENING COLLEGE

The Role of the Resident Department Chairman

GEORGE H. DAIGNEAULT
Head of University Extension, Tri-Counties Area
University of California, Santa Barbara

CENTER *for the* **STUDY OF LIBERAL EDUCATION FOR ADULTS**



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PREFACE

This report is an attempt to extract from a complex and sophisticated research report[1] those principle conclusions and the descriptive information which are immediately useful in better understanding the decision making processes commonly at work in university evening colleges. Our purpose is to make this information about evening college educational objectives and administrative organization available to evening deans and other university administrators at a time when the purposes and organization of university adult education are being re-examined in many institutions.

The research interviews which form the basis of this study were part of a dissertation completed in 1961 under the direction of Cyril O. Houle, Professor of Education at the University of Chicago. The author's interest in the subject stemmed from his experience as an evening college administrator and from a background of training in public and educational administration.

The hypotheses for the study were in part derived from the major theoretical work of Herbert Simon.[2] Briefly, Professor Simon suggests that decision making can be a rational process, in which both the organizational goal being sought, as well as the means of achieving it, should be subjected to careful analysis. Alternative objectives should be considered as well as different means for their realization, with the advantages and disadvantages of each being carefully analyzed. If decision making is rational, the objective and the means of attaining it which offer the largest number of desirable consequences and the fewest unwanted consequences will be selected.

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1. George H. Daigneault, The Liberal Arts Department Chairman and the Evening College: A Study in Administrative Behavior (Ph.D. dissertation, Department of Education, University of Chicago, 1961) 202 pp. Microfilmed copies may be purchased from the Photoduplication Department, University of Chicago, Chicago 37, Illinois.

2. Herbert Simon, Administrative Behavior: Study of Decision Making Processes in Administrative Organization (2nd edition; New York: Macmillan, 1957).

In employing Simon's decision making framework, Daigneault has attempted to demonstrate that a conflict exists between the stated objectives of liberal arts department chairmen in the evening colleges and the means employed for their accomplishment.

Unhappily, we have had to ask the author to eliminate the theoretical framework underlying the dissertation, but we hope that our purpose in publishing this report justifies this modification of an excellent piece of research.

A basic problem faced by urban universities is the evolution of effective administrative relationships between the evening college and other divisions of the institution. During the period of rapid growth since World War II, there has been much ambiguity as to the place of the evening college in the university. This has nurtured uncertainty about administrative arrangements required to provide education appropriate both to the university and for the part-time student in the evening college. We believe this report contains helpful insights for everyone involved in the decision making process—the evening college director, the department chairman, and the dean "on campus."

We are most grateful to our friend and former Center colleague for allowing us to make this study available to the adult education profession.

Roger DeCrow
Clearinghouse Director

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Chapter I

PURPOSE AND METHOD OF THE STUDY

Within the American university, the department chairman is a key figure in the determination and execution of educational policy. He serves not only as the custodian of academic tradition and the standards of his discipline, but also as a liaison between the university administration and the departmental faculty, and he represents both to the student.

Although the department chairman is vitally concerned with educational policy, a large part of his energies must be devoted to the administrative tasks through which broader educational objectives are translated into action. The chairman must deal with the administrative problems in curricular areas (scheduling of courses, decisions about prerequisites); in faculty relationships (course loads, class schedules, committee assignments); and in student relationships (advising, reporting data).

These administrative functions have until fairly recently been a part of the chairman's responsibility in a university devoted to the full-time teaching of undergraduate and graduate students. After the turn of the century, a new form of education was introduced into the university. This was the evening college serving the adult part-time student. This lately-acquired university function has gone through a number of phases of change and virulent growth during the period of its existence. New educational policies have changed its purposes and activities within the university and new administrative frameworks have been developed for handling university evening college work.

The basic question as to who controls the curriculum and the teaching within the evening college, however, remains unanswered. Control of these two elements is, of course, critically important, for it determines the type of educational program which American higher education will provide to hundreds of thousands of adult students. If, for example, the department chairmen retain their substantial control over evening

college programs and perceive them exclusively as extensions of the regular degree programs of the university, it is unlikely that the particular and unique educational needs of many adults will be carefully considered. Thus for example, the adaptation of degree requirements to make them more flexible and workable for adults and the growth of continuing education in non-credit programs especially designed for adults may depend to a great extent on the amount of control exercised by the department chairmen and the attitudes with which they approach the program for adults.

The relationship between the department chairman and the evening college has never been systematically studied; it was this fact which gave rise to the present study. It was thought that the nature of the relationship between the department chairman and the evening college dean and its effect on either the institutionalization or the legitimization of the evening college could be most fruitfully explored through a series of interviews of liberal arts department chairmen, liberal arts deans and evening deans in a variety of urban evening colleges.

A Note on Sample and Method

Primary consideration in selection of the university evening colleges studied was given to those characteristics which would provide for maximum diversity. There appeared to be five different factors which would insure such diversity: institutional affiliation (private, public, sectarian); size of institution (wide range—day and evening); curriculum of evening college (broad representation of disciplines); geographical location of institution; and size of the city in which the university was located.

Twelve institutions were finally selected for the study. Four were publicly supported (Ohio State, Cincinnati, Toledo and Brooklyn); two were Roman Catholic institutions (Marquette and John Carroll); and the remaining six were private, non-sectarian institutions (Buffalo, Butler, Drake, Johns Hopkins, Northwestern and Syracuse). The enrollments in the day and evening programs fell into small, medium, and large categories. All twelve institutions had evening college programs in which a large number of departments participated. The institutions were located in seven different states in two geographical regions—the midwest and the east. All were located in cities of 100,000 population or over, which is about the minimum number of people needed to support an evening

college with a broad, representative curriculum.

In addition to the department chairman, who was obviously a major source of data for the study, the evening dean, as the key interactor with the department chairman, was also selected to serve as a respondent. It was decided that the chairman's superior, the liberal arts dean, should also be included.

The existence of a single liberal arts and evening college dean in each institution meant that the only indeterminate number of respondents was in the group of department chairmen. Six chairmen were selected as respondents from each institution, which provided representation for from one-fourth to one-third of the departments in the liberal arts colleges involved in the study.

The liberal arts deans, who selected the chairmen, usually included the chairmen of the history and English departments among their selections. Other well-represented disciplines included mathematics, philosophy, political science, sociology and psychology.

The most suitable method for securing data appeared to be the open-ended interview. Specific hypotheses were developed from the general administrative theories of Herbert Simon,[1] and from previous studies of the evening college field. Although the questions were predetermined and specific probes were included, the instrument was designed to give the respondent an opportunity to answer questions or to respond to probes freely in five question areas:

1. The general role of the chairman—designed to set the interviewee at ease by permitting him to start where he wanted to start and to say what he wanted to say. In addition, it was expected that information about the chairman's self-image as an administrator would also emerge.

2. The way in which the chairman handled the evening program—aimed at determining (a) what he perceived as the department's objectives in the evening program, and (b) his evaluation of that program.

3. The implementation of the evening program of the department—designed to determine the way in which the department chairman em-

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1. Herbert Simon, Administrative Behavior: Study of Decision Making Processes in Administrative Organization (2nd edition; New York: Macmillan, 1957).

ployed the means available to him in the fulfillment of his stated objectives.

4. and 5. The authority of the department chairman—aimed at assessing the extent to which the department chairman possessed the necessary authority for making decisions about the evening program.

A pilot study which revealed a number of weaknesses in the original instrument was conducted at Roosevelt University, and suggested a need for deeper penetration. Questions about the method of selection of respondents and recording of data also arose. These difficulties were resolved before visits to the twelve institutions were undertaken.

Chapter II

THE ROLE OF THE DEPARTMENT CHAIRMAN:
Summary of Major Findings of the Study

The major findings and conclusions of the study will be briefly summarized here; much additional descriptive material is presented in the following chapters. With some modifications, the four major hypotheses were confirmed by the data collected from interviewing in the twelve evening colleges. Thus, the conclusions summarized here may be taken as accurately reflecting the thinking and practice in this group of institutions.

Department Chairmen's Perceptions of Evening College Objectives

Decisions made by the department chairman concerning objectives for the evening college program will be based on the assumption that they should be the same for both day and evening, that they will in fact fulfill the objectives being sought by the evening student, and that the resources of the department can best be employed in an evening program whose objectives are identical to the day.

In all but two institutions, respondents agreed that the objectives of the evening college program of the department were completely or partially identical to the objectives of the day program. There were four major reasons offered for providing an identical program: 1) measurement of the effectiveness of the evening college student could only be accomplished successfully if he received the same course as his day counterpart; 2) a carefully worked out curriculum already existed for day students; 3) the competence of the faculty was clearly known in relation to the day curriculum; 4) no adequate evidence existed to suggest that any different courses or instruction were required because the courses were meeting in the evening.

However, in two institutions decisions were not made in terms of day program values and objectives. In both instances aspects of the de-

cision-making process were out of the hands of the department, in the first instance because administrative responsibility truly rested with the evening dean, and in the second instance because environmental factors beyond the control of the chairman determined the objectives of the program. In both institutions, the department chairmen not only felt that the evening program did not reflect the values of the day program, but they saw no departmental objectives being met through the evening division. In addition, the attitudes of the chairmen in these two institutions suggest that they often felt considerable hostility toward the evening college programs.

It can be concluded that the department chairman will typically regard only day program objectives as appropriately reflecting the values of the department.

This conclusion is further supported when the way in which the objectives of the department in the evening program were carried out is examined. Neither the department chairman's colleagues in the department nor the liberal arts dean were consulted about evening college objectives. Since no new policies were involved in the decision about what to offer in the evening program, the chairman needed to know only the number of courses to be offered and the time at which facilities were available. For this information he depended on the student demand data and room assignment information furnished him by the evening dean.

Because of the relatively simple decisions associated with providing a curriculum in the evening college, no complex policy-making behavior involving the participation of the faculty and the liberal arts dean is usually required.

Legitimacy of the Evening Program

The department chairman, in implementing his administrative decisions about the evening college program of the department, will employ means which suggest that the program possesses a low order of legitimacy.

In no institution visited was the proportionate distribution of faculty rank for day and evening comparable. Further, the discrepancy increased with increase in rank. To a large extent, the difference in the proportion can be ascribed to the larger number of advanced courses taught during the day. However, while 97 per cent of all daytime courses

were taught by faculty members with the rank of instructor and above, only 62 per cent of the evening classes were taught by similar ranks. In addition, in most departments even the senior faculty members often taught an introductory course in the day program on a fairly regular basis.

In most institutions seniority enables a senior member of the department to choose his preferred time of class and, not infrequently, which courses he will teach. Generally, a senior faculty member will regard evening college teaching as an onerous duty and avoid it if he can.

Even in those institutions where complete departmental rotation was practiced, the ranks were not proportionately distributed between day and evening.

Although extra compensation is frequently provided for evening college teaching, a limit in the amount by any single faculty member frequently exists. Those who do teach on an overload basis, generally do so because of financial need rather than any positive interest in teaching adults. Again, the distribution of rank is not comparable to the day program. Further, as a policy, overload implies that what is taught in the evening can be taught with left over energies rather than as a part of the faculty member's regular teaching assignment, which it is felt should be totally consumed in teaching full-time undergraduate and graduate students. The term "something extra" was frequently used to define overload teaching.

Thus, teaching in the evening program does not offer sufficient professional, monetary, or personal rewards to cause the faculty to respond to it in the same proportion as they do to the day program. Those who teach in the evening program are typically junior faculty members who are either required to do so, or need the additional compensation such teaching provides.

Although it was felt that the interference of evening college teaching with research and writing was greater in the case of resident faculty members who taught on an overload basis, there was considerable feeling that reduction in daytime teaching load should be for research and writing rather than for evening college teaching. In few instances did evening college teaching accrue to the benefit of the teacher at the time

of promotion or tenure, and then only in those institutions sponsoring little or no research and writing. On the contrary, teaching in the evening college frequently suggests professional hazards and penalties of such a nature that it should be severely limited, and if possible, avoided altogether.

Thus, the demand for courses in the evening has had to be fulfilled from among those individuals whose chief occupation is other than working for the university, who are employed in nearby teaching institutions (colleges or, on occasion, high schools) and competent practitioners from the community.

These people are, for the most part, not as academically advanced as the resident faculty member—level of academic attainment being the factor regarded as most important by the department chairman. However, despite a generally negative attitude toward the employment of a part-time faculty, the chairman usually decided in favor of a part-timer if a resident faculty member could be saved for daytime teaching or for research and writing. Thus, the part-time faculty member was selected by the department chairman (usually with the concurrence of the evening dean) as an expedient to be disposed of at the earliest possible moment that resident faculty members became available. Despite this negative attitude, the percentage of part-time faculty for the evening program for seven institutions was thirteen times the percentage of part-time teachers employed for the day program.

Several conclusions grow out of the above observations.

1. Despite the fact that the instruction source is derived from outside the department, the chairman continues to make the decisions concerning the appointment of faculty for the evening program.

2. The continuous and ever-existing shortage of resident faculty members for the evening is demonstrated by the fact that, despite strongly negative attitudes toward part-timers on the part of the chairman supported by the evening dean, from 40 to 50 per cent of the evening faculty consists of a part-time faculty.

3. There was a general failure on the part of department chairmen to recognize the potential value of competent part-time practitioners for the evening program and an even greater failure to recognize their potential value for the day.

The widespread employment of part-time faculty for the evening program (most of whom are almost never involved in departmental activities) is an indication of the low level of legitimacy of the evening program of the department.

Authority of the Department Chairman

The department chairman will possess the necessary authority to make decisions about the evening college program of the department. The exercise of this authority will require little or no interaction with the chairman's super-ordinate, the liberal arts dean. His interaction will be confined to the evening dean who will be expected largely to arrange purely mechanical aspects of the program.

The findings suggest that there is little relationship of the chairmen to their liberal arts deans in regard to the evening college program. The chairman is given wide latitude to proceed without consulting the liberal arts dean. Usually, the liberal arts dean is not involved. Even in the four institutions where the liberal arts dean held expectations of the department chairman concerning the evening program, they were of a general nature.

The expectational patterns existing between the chairman and the evening college dean, however, were functional in nature. While the department chairman possessed the necessary authority to make policy decisions about the evening program, it was expected that the evening dean would possess the necessary factual data to implement them.

In two of the institutions visited, the department chairman held no expectations of the evening dean. One of these was described as a strong, independent evening college; the other was described as a weak appendage of the day school. In neither case did the chairmen feel capable of evaluating the behavior of the evening deans in relation to their departments. In both instances, no interpersonal relationships of any significance existed between the two.

In the case of one institution, the role of the evening director was of clerical proportions, and, while he did in fact handle the mechanical aspects of the program, the chairmen did not feel able to evaluate even this aspect of his job. In the case of the second institution a completely independent evening program existed with its own degrees and certificate programs. The dean held the power of appointment of the faculty

and employed an administrative staff to assist him in carrying out the evening college's objectives. Here, too, a functional relationship which would enable the respondents to evaluate the behavior of the evening dean was absent.

Department chairmen in the other ten institutions maintained a functional relationship with the dean of the evening college which permitted expectations to exist on the part of both interactors.

Chairmen in two institutions did in fact expect the evening dean to carry out the mechanical tasks associated with the evening program. It should be noted that, in both of the institutions referred to, the evening program reflected the daytime objectives, used the daytime faculty as a part of their regular load, and offered little in the way of special programs or degrees for the evening student. In both instances, the evening director was nominally responsible to the president, but effectively reported to the dean of the college of liberal arts.

However, in the remaining eight institutions, the pattern became less clear. Not only were comments from different chairmen within the same institution ambiguous, but the comments of individual chairmen themselves suggested that they expected the evening dean to function in ways and at a level other than a mechanistic one. For example, one department chairman felt that, at the same time he was handling the mechanical factors, the evening dean should assume leadership and direction for the evening program. These comments generally suggested that the role of the evening dean was not a clear one, and in some cases, that it was a role in transition.

This ambiguity can be observed also in an examination of the evening dean's expectations of the department chairman. Although both the chairmen and the evening deans agreed that the latter expected the former to select faculty members for the evening program, the evening deans did not agree that the chairman should also select the curriculum, but rather make suggestions for it. Part of this confusion undoubtedly flowed from the unusual initiatory function which the evening dean performs. It is the evening dean who in most instances initiates contact with the department chairmen about future course needs, although he lacks the usual authority which typically guarantees compliance. Even though these needs may be based largely on demand data, the evening dean perceives this communication as representing his role in the se-

lection of courses, or possibly even control over their selection. The department chairman, on the other hand, perceives the evening dean's role as enlarging the fund of data he has available to decide on courses and programs.

The department chairman, in making his administrative decisions, will normally expect the evening dean to arrange the mechanical aspects of the evening program in those institutions where no ambiguity exists with regard to control by the department chairman of the curriculum and faculty for the evening program.

As a result of the ambiguity that exists in the assignment of decision-making responsibility in some departments and evening colleges, considerable confusion, and in some cases conflict, exists. This ambiguity is the result of a failure to define clearly the institution's objectives in the evening college.

Evaluation of the Evening Program

The department chairman, in evaluating the evening college program of the department, will regard the evening program positively to the extent that it is similar in quality (same curriculum, instruction and measurement) and quantity (substantial offering in the discipline) to the day program, and negatively if it is different from the day program.

The evidence suggests that the definition of a close relationship between departmental and evening college objectives is dependent upon the extent to which the evening program of the department is substantial in size and identical in quality to the day program of the department. Respondents in four of the institutions, all of which had identical day and evening programs, saw the evening program as bearing a close relationship to the day program. However, in those institutions where the program was identical, but where a small, inconsequential program was being offered, no close relationship was perceived.

In addition, the program must be controlled by the department. Even though the program might be identical and substantial, control by the evening dean of the curriculum and appointment of the faculty resulted in an appraisal of little or no relationship between the objectives which the department was trying to maximize and the evening college.

A second aspect of evaluation is the application of some criteria to

determine the effectiveness of the invested resources. Most of the department chairmen from the four institutions where the day and evening programs had a close relationship felt that the evening program was as effective as the day program, even though some small doubt existed on the part of one or two chairmen. In the remaining eight institutions comments were mixed, but there was a tendency to move away from the comparison of day and evening student performance and toward the use of enrollment statistics as the basis for the appraisal of the evening college's effectiveness. There was no evidence of the development of criteria that would demonstrate effectiveness in programs with different objectives, nor was there any apparent interest on the part of the chairman in the development of such criteria.

The evening college program will be evaluated as effective according to the same criteria employed in evaluating the day program, in those institutions where both are seeking to achieve the same objectives. Where evening program objectives differ, the department has no qualitative measures for evaluation of effectiveness, and will employ external evidence, i.e., enrollment statistics. The absence of qualitative evidence tends to produce a negative attitude toward program effectiveness.

The third aspect of evaluation which was examined was the importance of the evening program to the department. Again, the extent to which the program was regarded as important was perceived in terms of what, if anything, it contributed to the objectives of the department. The evening college program will be evaluated by the department chairman as important to the extent that it contributes to the fulfillment of conscious departmental objectives. The evening program can so contribute only to the extent that the chairman controls a program of equal quality and similar size to the day program. To the extent the evening program objectives are different from the day, its importance will be expediential—as a means to the accomplishment of more important ends —or it will be regarded in terms of its institutional importance rather than its importance to the department.

In the following chapters of this report the evidence from the interviews with university administrators, supporting these major conclusions, is given in more detail. The final chapter contains implications and suggestions for the evening college dean.

Chapter III

DEPARTMENTAL OBJECTIVES IN THE EVENING COLLEGE: The Decision Making Process

In the twelve institutions studied the department chairmen's decisions about the evening college program were based on three types of objectives: (1) to provide an evening program which would achieve the same degree credit objectives as the day program; (2) to offer credit courses in the evening college which are identical to those provided for the day program, with or without reference to degrees; or (3) to provide an evening program designed for the evening college student without reference to its similarity to or difference from the day program.

Identical Objectives

The department chairmen in five institutions indicated their interest in providing a high-quality educational program in the evening college at a convenient time for those students who were unable to attend regular daytime classes. These chairmen felt that, over the years, the resources of the department had been devoted to the development of educational objectives which students admitted to the institution could realistically be expected to achieve. These objectives, spelled out in course or sequence requirements, became a departmental standard through which any student who wished to be certified as completing a course or program could be measured. Differences in the objectives of individual students, their experience or age, their available energy or study time or the time of day, were not considered relevant by these respondents. They felt that such considerations would only serve to distort the objectives which the department was seeking to achieve.

The evening dean of a municipally controlled institution stated:

> The liberal arts college faculty think of us as administratively responsible for their wards. There is no difference in principle between the day and evening degree programs. The theory is that it

is and should be the same education. The same policies apply to both.

Three of these five institutions were publicly supported, while one was private, and one was sectarian. Three of them were among the four smallest evening colleges in the sample, while one was a middle-sized institution, and the fifth was in the largest group.

The liberal arts deans and the evening deans[1] in these five institutions agreed with the chairmen that the aims in the evening were identical with the aims for the day program.

Objectives Partially Identical

In five of the institutions, it was felt by the department chairmen and the liberal arts and evening deans that the aims of the department in the evening college were only partially identical to the aims of the day program. In all of these institutions, in addition to offering the standard degree courses of the department, special combinations of credit courses were offered in package form leading to the award of a certificate. In addition, certain credit courses were available which were not available to the day student, and an array of non-credit courses (usually vocationally oriented) were offered in the evening as well.

The department chairmen saw themselves as responsible for that part of the program which was identical in objective and content to the day program, and were available for consultation on the remainder of the program. Thus, although the chairmen were not opposed to offering special courses and programs to the community, they saw such efforts as falling outside the scope and interest of the department. Four of the institutions in this category were private; two fell in the group with large evening college enrollments, while the other two were in the middle-sized group. The fifth institution was sectarian in control, and small in size of evening enrollment.

The chairman of a sociology department in this group summarized the mixed objectives of the institutions as follows:

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1. The five institutions where day and evening objectives were identical were the only ones to call the evening administrative head a "director" and the evening unit a "school" or "session." In the seven other institutions, the evening head was called "dean" and the evening unit was either a "college" or a "division."

> We make it possible for people to get some of their work in the evening. They can't get a degree, though. But we go beyond the offering of the regular courses. The university is located in the largest center of population in the state and the evening dean thinks we should serve them all. We try to acquaint people with sociology who otherwise wouldn't know anything about it, but that's a sideline. We're in the business of giving credit courses to help people earn degrees.

Objectives Different from the Day Program

In two of the institutions visited, the department chairmen and the liberal arts and evening deans did not feel that the aims and objectives of the evening school reflected those of the day division. In one of these institutions the evening college maintained degree and certificate programs of its own. The department chairman's chief responsibility in relation to the evening program was to advise the evening dean on curriculum and instruction. The department chairman retained no control over the curriculum or instruction offered in the evening, and generally felt that the department had no legitimate objective in the evening college. The chairman of the economics department of this institution indicated that:

> The evening college is a separate principality. There is no such thing as faculty control over the department's evening program. The evening dean comes to me for recommendations, but he doesn't have to take them. The authority of the evening dean is very great; he runs the whole thing. You'd be amazed at what goes on there! There should be some sort of faculty control over the thing. I think a faculty committee should be appointed and be actively in control.

The second institution with objectives in the evening college different from day objectives provided a distinctive undergraduate and graduate program to a carefully selected day student population. Although many of the day credit courses and programs were offered in the evening, the use of a high percentage of part-time faculty and the absence of selective criteria for student admission, caused the chairmen to feel that their departmental objectives were not being met in the evening college. The chairman of the chemistry department of this institution stated:

> We have to recognize that we're dealing with something entirely different in the evening. Neither the time nor the students are the same. In the evening you've got a heterogenous group. There is no selection of the students at all. There's a different objective in the daytime—we're trying to prepare men for scholarship. In the evening it's a matter of service to the community—to help people to get degrees and advance in their jobs. It's an entirely different thing.

Both of these institutions offered a number of special courses and

programs for professional and vocational groups in the community as well as a number of non-credit courses in cultural and liberal areas designed for the general public.

Implementation of Objectives

The goals of the evening program of the department are achieved through a series of intermediate decisions which serve to guide the choices of the chairman.

Table 1 indicates the decisions made about the department's evening college curriculum. These reponses indicate that the frequency with which a course should be offered was the major decision with regard to the evening program. The interview data indicate that the chairman's desions about the evening college program of the department were based

TABLE 1

DECISIONS ON EVENING COLLEGE OFFERING BY DEPARTMENTS

Decisions about the Departments Evening Program	Frequency of Mention		
	Department Chairmen	Liberal Arts Deans	Evening Deans
Basic credit courses offered regularly	47	5	11
Advanced credit courses offered cyclically	14	3	1
Elective courses offered on demand	26	4	7
Courses offered to meet the needs of the adult student	7	-	3
Courses offered which past experience indicates will attract students	5	-	1
Courses offered in terms of availability of teaching staff	5	-	-
Course offered depending on time-space factors	2	-	1
Don't know	2	1	-
Other bases for decision	4	2	1

upon student demand. Experience has shown that introductory or basic courses could be offered annually or each semester while advanced courses must be rotated on a cyclical basis. Similarly, other departmental offerings were provided as sufficient student interest materialized. In only a few instances, were attempts made to provide courses or programs on the basis of special student needs.

Concerning the intermediate decisions made to implement the objectives of the department, one art department chairman said:

> Decisions on what to offer are on a trial and error basis. The criterion is the enrollment of students. Certain courses are popular and are repeated without difficulty—interior design, art history, drawing, painting and so on. We haven't established a good academic curriculum in the evening division because we couldn't maintain it.

Another chairman stated:

> We put on elementary courses in French and Spanish—the ones that draw the clientele. These courses must pay for themselves and that is the test when we come to making our schedule up.

The chairman of an English department reported:

> We offer a full array of courses, with advanced courses and graduate courses being offered in alternate years. There isn't enough demand for them otherwise. Also, you can't always get the people you need to teach advanced courses every year.

In examining the way in which decisions about the evening program of the department were made, it was necessary to consider who was involved in the process. University administrative authorities typically confine their concern to general policy decisions about the nature of the university's work in the evening, and specific policies concerning the nature of the faculty's involvement. Decisions about the curriculum involved potentially, in addition to the chairman himself, three different agents: the faculty of the department, the liberal arts dean and the evening college dean.

Involvement of Departmental Faculty

The interviews suggested that little or no consultation in the form of departmental staff meetings was employed in deciding what the evening college program of the department should be. Further, those instances where the department chairman consulted with members of his department on an individual basis concerning the evening program were only slightly more frequent.

One respondent reported:

> I haven't consulted with the faculty about the evening program. I've more or less assumed that anything I work out will meet with their approval. I haven't had any kick backs yet!

Insofar as the department chairman failed to consult the members of his department, one or more of several situations obtained: (1) he and the members of the department regarded the decision as subordinate to a previous decision; (2) the chairman felt that members of the department regarded the decision as one in which they had no technical competence or no personal or professional interest; or (3) the chairman decided for other personal or political reasons, that the faculty should not be involved.

The chairman of the history department in a private university summed up the question of faculty involvement in the decisions about the evening program as follows:

> I sort of talk it over individually with members of the department and then just decide. I had it in mind that I would give a course next semester in the evening college, and one of the faculty in the department had an idea, so I just withdrew mine. There's no need for a regular meeting on it. There's no point to a more democratic procedure since no one is concerned about getting the group together to talk about evening courses.

The Liberal Arts Dean

John Dale Russell suggests that the academic dean's opportunity to influence the educational program arises from three main sources, one of which is "the ability he may have to 'educate' his colleagues on the faculty and administrative staff regarding desirable program development."[2] If the liberal arts dean perceived an opportunity to educate his colleagues concerning the evening college work of the departments in the liberal arts college, some level of involvement in the decisions about what should be offered by the college in this area could be expected. However, no such statements were forthcoming from the respondents. The lack of involvement of the liberal arts dean suggests that the decisions about the evening college program did not occur to him to represent either new or separate decisions requiring his attention.

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2. John Dale Russell, "Influences that Determine the Nature and Direction of College and University Programs," North Central Association Quarterly, XXVIII, 1954, p. 276.

The Evening College Dean

The department chairman and the evening college dean were mutually involved in decision-making about the evening college program in two areas: discussions about the pattern of the offering (which course should be offered during which semester, the number of advanced courses required for majors in the department, the demand factor) and contributions on the part of the evening college dean of information concerning available facilities, scheduling of classes by day and hour and teacher recruitment problems. In order to maximize the effectiveness of his decision about the curriculum and minimize any risk, the department chairman needed to have access to as much information as possible. His decision was therefore influenced in no small degree by the information furnished him by the evening college dean in the way of past, present and future enrollment figures and potential registrations in a given departmental area. The evening college dean, among other things, usually allocated the facilities in which the program was held and therefore was often in a position to make up class schedules for the evening program. He was therefore, involved with the chairman concerning both the time and the place at which courses would meet. In addition, in almost all institutions, the evening college dean technically had veto power over instructors assigned to teach in the evening. Although this power appeared to be employed with great infrequency by the evening college dean, it nevertheless represented an aspect of the relationship between him and the chairman. The chairman of the English department in a publicly supported institution suggested that:

> The decisions about courses are made with the evening dean. I proceed by finding out how many courses the evening dean wants. Actually, it remains pretty stable. It depends on what the evening dean and the department members who have been involved think will go over in the evening college.

In general, then, the interview data suggest that most decisions about the department's evening program are primarily the result of relationships between the chairman and the evening dean.

Although the pattern of decision-making generally involved the department and the evening dean, there were two institutions where the department chairman's relationship to the evening college was minimal. These institutions were mentioned earlier as having different evening college objectives from the day.

In both of these institutions, the evening college dean had access to virtually all of the factors requisite to effective decision-making, from control over the policies which governed the operation of the evening college, to access to resources and facilities enabling decision-making. Although neither of the two institutions had an independent physical plant used for the evening college, the evening deans had considerable voice in the institutional policies governing use of university facilities. In both institutions, the evening institutions had substantial budgets covering all major expenditure categories.

Chapter IV

FACULTY ARRANGEMENTS IN THE EVENING COLLEGE

In eleven of the twelve institutions, department chairmen were responsible for the appointment of faculty to the evening college. This appointment function was fulfilled in one of three ways: the scheduling of resident faculty members as a part of their regular teaching assignment; the scheduling of resident faculty on an overload or extra-payment basis; and the appointment of evening college teachers from outside the ranks of the resident faculty of the department.

In the case of one institution, these functions were performed by the department, but without the authority required to assure their adoption. In this institution, the decisions about who should teach in the evening college resided with the evening dean rather than with the department chairman. The chairman functioned largely in a recommendatory capacity.

In a few scattered departments, the chairmen were not involved in the selection or recommendation of faculty for the evening division. In these instances, negotiations for appointments to evening teaching posts were carried out directly by the evening college dean and the departmental faculty member concerned.

Decision-making about the use of faculty resources was influenced by elements in three different areas: knowledge about environmental conditions affecting the decision, the criteria applied in making the decision, and alternative staffing patterns.

Environmental Elements in Decision Making about Faculty

It has been suggested that decisions are possible to the degree that the decision maker can uncover and apply as much relevant factual data as possible. Such factual data often consist of the decisions made by oth-

ers which serve to limit and proscribe the need for new decision-making. In the case of decision-making about the faculty in the evening college, such environmental decisions which affect the department chairman's role in the appointment of the faculty come from three sources: general university policies, community pressures, and pressures and influence of the evening dean.

General University Policies Governing Evening Faculty Appointments

The policies on the university level which influenced departmental decisions fell into four categories: (1) policies concerning evening teaching as a part of regular assignment; (2) policies which set the number of courses a resident faculty member could teach on an extra-service or overload basis; (3) policies related to the use of part-time teachers and the conditions of their employment (qualifications, method, and amount of payment); (4) policies concerning faculty appointment authority.

Evening teaching as a part of regular assignment. Seven of the twelve institutions maintained a general university policy that required faculty members who taught in the evening college to do so as a part of their regular teaching load. Of this number, the faculty from four institutions were required by university policy to actually engage in evening college teaching. Some indication that he was expected to engage in evening teaching was provided at the time a prospective faculty member was interviewed for employment. One chairman reported:

> There is a policy at this school that when a man is hired he is hired to do a full-time job. When we look a man over, we tell him that we have courses running in the night school as well as in the day, and that he has to take his turn teaching evening courses. If he didn't like this policy and objected to it, we just wouldn't hire him.

These four institutions were primarily undergraduate teaching universities and operated small evening college programs.

In the three universities where policy required a resident faculty member to teach as a part of regular load, but did not insist on his participation in the evening college program, faculty involvement was considerably lower than for the twelve institutions as a whole.

General university policies concerned with overload teaching. In two institutions, university policies were concerned with the maximum number of extra-service or overload hours which a teacher was permitted to teach. In one case, a resident faculty member was not permitted

to teach more than four extra hours a semester, while, in the second case, the maximum was six semester hours of classes above his regular teaching assignment. A chairman in one of these institutions stated:

> There is a rule on the books that no one is allowed to teach more than four hours a semester in the evening school. I don't recall anyone ever telling me about the rule; I don't even know when it was started. Everyone seems to know about it and follow it, though.

In one of these two institutions, a municipally controlled university, policy also prescribed the amount of money which could be paid for overtime teaching. Since no attempt was made to solicit such information from the respondents, it is not known how many other institutions in the sample maintain a similar university-wide policy.

General university policies governing part-time teaching. The university policies governing part-time teaching fell into two categories: those policies which discouraged part-time teaching and those policies which governed the conditions of part-time teaching, such as qualification, selection procedures, and salaries.

In one municipal institution, it was a matter of university policy to avoid the use of part-time teachers as much as possible. The chairman of the psychology department in this university reported:

> It's a matter of university policy to use regular people for both day and evening. Why, we would rather use a somewhat less qualified regular staff member in a course than bring in an outsider!

The chairman of the mathematics department of the same institution offered support for this position:

> It is policy or tradition to use regular staff for evening work. One part-time teacher usually only teaches a single course at night. If you put on ten courses and use part-timers, you're going to need ten of them and you've got yourself almost a full-time job of supervision. We have only one part-time person teaching in this department.

Although this institution was the only example of a negative policy toward part-time evening teaching, there were no instances where the employment of part-time teachers was regarded as a positive resource. An unofficial policy existed of avoiding the use of part-time faculty members unless circumstances made it absolutely necessary to employ them. Such circumstances existed at all twelve institutions since all of them employed varying numbers of part-time evening teachers.

In half of the institutions, some regulatory policies were set at the university level concerning the conditions of part-time employment. The most common such policy was concerned with the amount of payment for the teaching. Rates in some instances were linked to complex formulae involving such factors as number of advanced degrees, length of professional experience, present professional rank, title and status, and length of past service as a part-time teacher.

In the other six institutions, policies regarding part-time faculty were initiated by the evening dean. Usually, the evening dean's policies regarding part-time teaching staff were subject to pro forma confirmation at a higher administrative level in the university.

General university policies concerning faculty appointment authority. In a single institution, university policy provided the evening dean with the necessary authority to make faculty appointments. It was commonly agreed by the respondents that the evening dean's decisions about the faculty were determinant. He was encouraged but not required to consult with the department chairmen to secure recommendations. As the dean of the evening college reported:

> Years ago, I would have had to take the nominee of the department chairman. I don't have to take their advice; sometimes I don't. The department chairman has no official control over the evening college work. On the other hand, no evening dean is not going to make friends with the chairmen—they are my closest advisors in recommending teachers and courses for the evening program.

The chairman of the department of psychology at this institution indicated that:

> There is a definite understanding that evening teachers are selected by the evening dean, and he feels perfectly free to go to another institution to get evening teachers. It is not necessary for him to consult, but he frequently does.

Another university policy relating to evening college control over faculty appointments is the veto. In all but two institutions the evening dean had the privilege, through university policy, of refusing to accept a faculty appointee proposed by the department chairman. In all but three of these ten institutions, however, it was admitted by department chairmen and evening deans alike that the privilege was rarely exercised. In the three institutions where the veto was on occasion employed, the evening college deans received strong administrative backing from the university president.

Community Pressures and the Evening College Faculty

Departments in seven of the twelve institutions visited were influenced by community pressures in the use of faculty for the evening college program. These institutions (which included all three municipally supported universities) felt that the demands of the community for special workshops, courses, and programs represented a relevant and legitimate use of the university's resources. In these institutions, the department chairmen and individual members of the faculty had extensive direct professional relationships with key individuals and agencies in the community. For example, the chairman of a sociology department in a municipal university developed an interest in police power through some professional consultations he had with the police commissioner. As a result, he and his staff developed a program consisting of several courses for police officers in which the entire departmental faculty participated. These institutions tended to be either publicly supported and/or locally based. That is, a considerable amount of the total student enrollment was derived within the metropolitan area, and the institution was regarded as the chief higher educational resource in the community.

Influence of the Evening Dean in Selection of Faculty

Professor Cyril O. Houle suggests that in the absence of his own faculty, the dean of an evening college of the university has "three resources to help him staff his classes: his personal popularity with the president, his ability as a bargainer with his fellow deans, and the need of the faculty for extra cash."[1] Irrespective of which of these methods he employs, the evening dean, insofar as he is successful, usually has some impact on the decisions concerning the use of the departmental faculty for the evening college.

Role of the Department Chairman

The decision about who should teach in the evening program can be made within the department in one of at least three ways: a) The chairman can attempt to make the decision for the department; b) The chairman may feel that the decision, involving as it does group action consequences, should be settled by involving the faculty; c) The chairman may

1. Cyril O. Houle, "The American University and Adult Education," Educational Record, XXXVI (October, 1955), 336-45.

abandon any role in the decision at all—either out of lack of interest or concern or because the anxiety produced in attempting to reach an acceptable alternative would be too threatening. In such instances, he either delegates the decision to another or places the members of the faculty in direct communication with the adult education dean.

The department chairman makes the decision. In all but two institutions to be described below, the decisions about who should teach in the evening college were made by the department chairman. The chairman usually employed one of two different methods for making these assignments: (1) individual interview or informal discussion with a faculty member, or (2) assignment of a faculty member as a part of his regular teaching load. In the latter case, the chairman performed the responsibility of scheduling courses and assigning instructors for the department, and his assumption of this role for the evening program represented an extension of the teaching responsibilities of the faculty into the evening hours. In the former case, the general attitudes, likes and dislikes, preferences and prerogatives of each individual in the department were usually fairly well known by the chairman. His interviews took the form of formalizing acceptable arrangements or, in rare instances, seeking to persuade a recalcitrant faculty member that he should change his mind.

The department chairman and the faculty make the decision. In only two or three scattered departments was the assignment of evening teachers regarded as a complex departmental decision requiring the ritual behavior reserved for such decisions. There were few variables associated with evening teaching which were the object of contention within the department, and those that did exist were carefully regulated through departmental or university policy. It was generally agreed, therefore, that decisions about faculty for the evening program were made without resorting to departmental meetings of any kind.

The department chairman does not make the decision. In two institutions, the department chairman was not expected to make the decisions about the faculty for the evening college, nor did the faculty play any role in the selection process. Although both institutions were municipally supported, the appointment practices were quite different. In one, the department chairman appointed a deputy chairman for the evening program. As the day chairman's surrogate, the deputy chairman was empowered to negotiate with members of the departmental faculty for teaching assign-

ments in the evening program, and to recruit part-time teachers from outside the university.

In the other institution, the evening dean was empowered to make his own faculty appointments for the evening college. Consequently, the most common practice in this institution was for the evening dean to negotiate directly with a teaching candidate who may or may not have been recommended by the department chairmen.

Criteria Applied in Selection of Evening College Teachers

In arriving at a decision about who ought to teach in the evening college, the decision-maker identified certain teaching characteristics which he believed to be essential if the objectives of the department were to be fulfilled. The interview responses suggest that three major characteristics were sought: subject matter competence, good teaching personality, and interest in teaching in the evening college.

Subject Matter Competence

In all institutions visited, subject matter competence was commonly agreed to be the most important single characteristic for evening college teaching. Respondents from all twelve institutions stressed this. One respondent said:

> The most important thing is the competence and the training of the individual. If you're striving for academic excellence, you want the same standards and the same kind of man no matter where he is teaching.

In those institutions where the major obligation was to provide several introductory or elementary courses for the evening college, an implicit assumption existed that all members of the department were equally competent to teach them. One chairman of a psychology department in a municipal institution suggested:

> Anyone on our teaching staff could teach general psych. They've all taught it in the day program at least a couple of times. When you talk about the basic course in the department, it's not a matter of who can do it; it's a matter of who will and who should be asked to do it!

The concern over competence in subject matter was more acute in the selection of teachers for advanced courses in the discipline. There was

much greater feeling that the teachers used in the evening to teach the advanced courses were truly representative of the department's quality. There was considerably greater resistance to the use of part-time teachers in advanced departmental offerings, and a tendency to accept the view that only the person who could teach the course during the day should be permitted to do it in the evening college. A chemistry department chairman said:

> When you get to talking about the advanced courses, the preparedness of the man in the area is the main thing. You've got to be concerned about the quality of work that the students can turn out, and you need a man who really knows what they can do. In the beginning courses it's different—they can all do them.

Good Teaching Personality

The second most important characteristic for evening college teaching was considered to be possession of a good teaching personality. In eight of the twelve institutions, department chairmen commented on the importance of good teaching. Respondents in all five of the overload institutions commented on the importance of good teaching, with only three of the seven onload institutions suggesting that teaching is an important characteristic. Those respondents who stressed teaching personality felt that the evening teacher should be both personally and professionally mature. The chairman of a history department said:

> Ideally, you should have the best man for the job. The man who teaches during the day is not necessarily this man because adults have to be handled differently. It requires a person with a lot of good will and tolerance. A man can't be cranky and inflexible and do a good job teaching adults.

At another institution where the evening college literally saved the university during the post-G.I. student slump, the liberal arts dean said:

> There is a personality factor which must be considered. We have very few people here who act as though the student can take it or leave it. Our adult students don't have to come here, so it's necessary for us to take their feelings into account. We realize that we have to out-teach the State teacher's college.

In this institution, adaptability in teaching was identified as a necessity. It was recognized by the faculty that it could engage in successful competition with a neighboring, publicly supported institution only if the quality of the teaching was outstanding.

In addition to the element of the professional and personal maturity

of the teacher, the process of interaction between the teacher and the student was considered. One chairman stated that the faculty member should "be able to present the material effectively to adults." It was suggested that there was a problem of communication of material with adult students which called for a different manner of teaching. In some instances this different approach was identified as "a certain vitality in presentation" or as "a persuasive way of teaching."

In only a few instances were the elements of a good teaching personality regarded by respondents with condescension. In such cases, the instructor was considered as an "entertainer" or "showman with a bag of tricks."

Although good teaching personality was not considered as important as competence in subject matter, the fact that a considerable number of department chairmen volunteered it as a significant characteristic in selection of the faculty to teach in the evening college indicated that there may be greater awareness and acceptance of the special characteristics of teaching of evening students than is often realized, particularly if the evening dean has a faculty salary budget.

Interest of the Faculty Member in the Evening College Program

The third important characteristic which was suggested for teaching in the evening college was personal interest in teaching adults. Several of the department chairmen who mentioned this characteristic came from a single institution in which the department chairman's power was recommendatory rather than appointive, and where the evening dean indicated that personal interest was a prerequisite for teaching in the evening college. The other department chairmen who regarded personal interest as a significant characteristic, were from overload institutions where the evening dean was in a position to influence the nature of the evening college faculty.

Although there were some indications that the respondents recognized the existence of value elements in the selection of teachers for the evening college, there is some question concerning the extent to which they were applied to actual practice of selection.

Use of the Full-Time Faculty for Evening College Teaching

The employment of full-time faculty members for teaching in the evening college is typically handled in two ways. The faculty member is required, as a part of his regularly defined teaching assignment, to teach a prescribed number of classes in the evening college. There is no special compensation unless he is required to travel a considerable distance from the campus in order to teach the class. This method is referred to as "onload" teaching. The second method is to confine all of the faculty member's regular teaching time to daytime classes. He is therefore compensated for any additional teaching he might do in the evening college. This method of staffing the evening college is referred to as "overload" teaching. Both methods are found commonly in existence —often within the same institution.

The practice in seven of the twelve institutions was to provide at least some of the evening college teachers from among the regularly assigned faculty on an onload basis. It should be added that this was the stated preference of department chairmen from all twelve institutions. No evening deans stated a preference for onload teaching.

The department chairmen felt that the onload method provided them with better control over the assignment of teachers and insured a greater degree of uniformity in the level of competence. The evening deans, on the other hand, felt that the overload method was necessary to secure broad participation of resident faculty in evening college teaching. It represented the only reward power in his possession, and if taken away or if not available to him, left the evening dean completely at the mercy of the department chairman for staff. The evening dean felt that if the overload method is not used, participation by the departmental faculty tends to be at a minimum, making it necessary for him either to operate a small program or to rely heavily on outside, part-time help.

Within both methods of selection, certain marginally rational factors were applied. In the case of the onload departments, rotation, seniority and "reluctant" volunteering were identified as the marginally rational selection factors. In the overload departments, rotation, seniority and financial need were the primary criteria for selection of faculty for the evening program. Thus, two of the total of five factors were common to

both onload and overload methods of staffing: rotation and seniority.

Rotation as a Factor in the Selection of Evening College Teachers

A rotation pattern existed at eleven of the twelve institutions, the only exception being the one in which the department chairman's function was limited to making recommendations to the evening college dean. Rotation in those institutions which required faculty members to teach as part of their regular load served a different function from that in institutions where teaching in the evening program was done on an overload basis. Although in both instances the policy of rotation served as a regulatory policy to insure fairness and impartiality, it functioned in onload institutions to make certain that all the faculty participated equally in the evening teaching, that "no one got stuck with it." In overload institutions, rotation helped protect staff members from "losing out" on the extra compensation, to make sure that "everyone got a crack at the extra money." Thus, in one instance, rotation was insurance that the faculty would do something they did not want to do, while in another, it was designed to make sure that a faculty member was not prevented from doing something he wanted to do.

The pattern of rotation in onload institutions was of two types: complete rotation and rotation of the junior staff. Under a system of complete rotation of the faculty everyone periodically takes his turn teaching in the adult education program. The only exceptions were physical inability or some service within the institution which was regarded by all as coequal with evening teaching. In those institutions which indicated that the evening teaching was handled on a rotation basis by the junior staff of the department, the senior staff participated irregularly in offering advanced courses. However, the senior men in the department did not share in the teaching of introductory courses. Such a system of partial rotation suggests the existence of some institutionalized principle which includes some of the able and exempts others. In most institutions this factor is seniority which will be considered in the following section.

In overload departments, policies of complete and partial rotation of adult education teaching staff also existed. In such departments where complete rotation was employed, more faculty were available to teach in the evening division than there were opportunities to teach, and the rotation principle served as a mechanism to assure that everyone in the de-

partment who wanted it received a chance to teach in the evening program. These were usually departments which had sizeable day programs and staffs but which carried on a limited evening program—foreign languages, philosophy, music, and others. In those institutions where partial rotation exists, it was closely linked to practices of seniority. By virtue of their rank, the senior professors were given the first opportunity to teach in the evening college program. Further, at no time did they relinquish their right to continue to teach either the same or other courses. Thus, in some institutions there were some professors who had taught the same course in the evening division for a decade or more. As a result of the partial rotation policy, the range of departmental offerings available to junior staff was limited. In other departments, where the evening college demand for the department's courses was heavy, there was no need to employ a policy of rotation.

A word should be said about the single institution where no rotation policy existed. It has been referred to on several occasions as the single university where control over the curriculum and faculty policies resided with the evening dean. Since he was therefore in a position to determine what factors he deemed appropriate in the selection of faculty, none of the marginally rational factors mentioned in this section were present in this institution.

The advantages of the policy of rotation are: (1) it protects all the staff by providing an objective device for selection; (2) it removes the chairman from the difficult responsibility of making subjective selection from among his colleagues; (3) it serves as a mechanism for insuring that courses will be staffed.

Its disadvantages are: (1) it fails to include the possibility that special competencies may be required to teach adults; (2) it is lacking in discrimination since it assumes equality of practice; (3) it fails to take into account the essential elements of motivation and interest in effective teaching.

Seniority as a Factor in the Selection of Evening College Teachers

Seniority usually suggests a status advantage by virtue of age, length of service, or rank. In universities, as in most other enterprises, rank is more often than not the reward for long service. Seniority also implies the moving out of the state of apprenticeship or junior status, the relin-

quishment of some responsibilities and the assumption of others. One of the functions over which the senior faculty member may exercise choice is teaching in the evening division of the university in those institutions where this function is a requirement or a prerogative.

Table 2 indicates that in seven institutions seniority practices resulted in a disproportionate distribution of academic rank in the day and evening division. In virtually all institutions, the distribution of senior faculty indicated a lower percentage for the evening than for the day—whether the evening dean had funds for overload payments or not.

One chairman in a private institution with little interest among the faculty in the evening college reported:

> The evening teaching falls on the younger men usually. When a man gets enough seniority to get rid of a job, he does it, and that includes evening teaching. The older men have too many obligations, anyway.

TABLE 2

PERCENTAGE OF FACULTY BY RANK
DAY AND EVENING FOR SEVEN INSTITUTIONS

Rank	Per Cent Day Faculty	Per Cent Evening Faculty
Professor	29	15
Associate Professor	24	15
Assistant Professor	29	20
Instructor	15	12
Part-time or lecturer	3	38
	100	100

Total sample: day faculty, 1333; evening faculty, 683.

Even in those institutions where they are not recognized as such, seniority practices seem to prevail. In one institution where virtually all the respondents indicated that the prevailing practice for assigning faculty to the evening division was complete rotation, the distribution by rank was similar to Table 2. It is not suggested that any respondents were deliberately misleading the interviewer, but that by definition the senior's role in complete rotation is different from that of the junior staff. His regular chance to teach his advanced course in the evening

may occur only once in two years or even less frequently. Thus, complete rotation meant to the department chairman complete rotation within rank and/or courses regularly taught rather than rotation of the entire staff.

Financial Need as a Factor in Selecting Evening College Teachers

The factor of financial need appeared to have some significance in all of the five overload institutions in the decisions concerning evening college faculty. In departments in which financial need was a criterion for selection of evening faculty, the determining factors became the lowest income and/or the most pressing obligations held by a faculty member in the department. Thus, the younger faculty member, with expanding family obligations, was more likely to be a successful candidate for teaching in the evening division than the man with no family, or one whose family responsibilities had been considerably reduced.

"Reluctant Volunteering" as a Factor in the Selection of Evening College Teachers

This pattern existed noticeably in two institutions, both with strong, autonomous departments devoted to graduate study, writing and research in addition to undergraduate teaching. There was no compulsion placed upon the chairmen or their faculties to participate in the evening program. As a result, most of them did not. Nevertheless, the institution whose rank distribution appears in Table 3 managed to recruit about 24 per cent of its day faculty into the evening.

TABLE 3

PERCENTAGE OF FACULTY BY RANK
DAY AND EVENING FOR INSTITUTION X

Rank	Per Cent of Day Faculty	Per Cent of Evening Faculty
Professor	31	6
Associate Professor	17	4
Assistant Professor	27	10
Instructor	15	4
Part-time or lecturer	10	76
	100	100

Institution X had to employ twice as many part-time faculty members as the average for seven other institutions by depending upon voluntary efforts of the resident faculty.

In the second institution the problem was multiplied by the fact that only those courses which were formally described in the university's catalog could be taught in the evening division. Further, any part-time instructors had to be selected by the chairman of the content department. The result was that there were considerably fewer students in the evening college than there were faculty in the total university despite the fact that the institution was set in a metropolitan area of over a million persons!

It should be added that in neither of these cases is the destiny of the institution perceived as being closely linked with the local community surrounding it.

Miscellaneous Factors in Selection of the Faculty for the Evening College

Other factors which influenced the assignment of faculty members to the evening college to a less significant degree than those mentioned above were the physical or geographical location of the evening program, the location of the residences of the faculty, marital and family status, length of teaching experience, and personal preferences of the department chairmen. Factors such as old age, infirmity or illness, as would be expected, influenced the selection in all institutions.

Competition with Research and Publication

In addition to the factors of selection described above, one area of consideration proved to be significant in the selection of evening college teachers from among the faculty on an overload basis: the extent to which such teaching would conflict or compete with research and publication.

In a discussion of the dominance of research over teaching in most universities, Caplow and McGee said:

> Although in most occupations men are judged by how well they perform their normal duties, the academic man is judged almost exclusively by his performance in a kind of part-time voluntary job which he creates for himself. Not only does his career depend upon

> these supplementary efforts, but there is a tendency for his superiors to punish successful performance of the tasks for which he was hired.[2]

The concern of the department chairmen and the liberal arts deans with regard to overload assignment is frequently voiced in terms of competition with research and publication. Should underpaid faculty members be encouraged by the chairman to take on additional teaching assignments for extra pay or should they be urged to use their leisure time in productive endeavors which will increase their stature as scholars and insure their promotion and tenure? Although this was clearly not a concern in all institutions, it existed in more than half the institutions visited.

Although comments about research versus evening teaching were not systematically solicited, a number of respondents felt that evening teaching interfered with research. Comments were most vigorous in the overload institutions, although several respondents objected to the evening teaching in onload institutions as well. The onload respondents felt that if a man's daytime teaching load was to be reduced for other activity, it ought to be research rather than teaching in the evening. A further argument used in both onload and overload institutions was the depletion of energy that results from evening teaching. "A man can't be expected to be as fresh and alive the following morning after teaching an evening class," one respondent indicated. A third type of response had to do with the nature of the people being taught in the evening college. One chairman of a department of biology said:

> I abhor this wasting of time teaching inept students who refuse to do any work by teachers who should be doing research and becoming distinguished scholars. I think it is a criminal waste of manpower. When you're struggling for existence, you don't dissipate your resources.

On the other hand, in some institutions it was also argued that teaching in the evening college does not interfere with research and publication. As one chairman put it, "Those who want to write and do research, do so. There is a considerable amount of research and writing among faculty who teach in the evening program." Another chairman stated that "it's just like anything else, it takes a busy man to get something done."

It is clear that the measure of a successful academician in most of

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2. Theodore Caplow and Reece J. McGee, The Academic Marketplace (New York: Basic Books, Inc., 1958), p. 222.

the institutions visited is taken in terms of his research productivity. The institution may not vigorously require research and publication, but they tend to reward it when it is evident. Teaching, being less amenable to evaluation, is not in most instances similarly rewarded. It is difficult, therefore, to find an institution where teaching in the evening college is a reward factor positively affecting promotion or tenure. More frequently, it would be regarded as an activity which kept the individual faculty member from using his energies where they ought to be used: in research and publication.

Use of a Part-Time Faculty in the Evening College

One of the major sources of teaching personnel for the evening college program of the university consisted of part-time faculty members. Their use was required either because the cadre of full-time faculty available or willing to teach in the evening division program was insufficient, or because certain content information required in the evening program was not represented among the subject matter competencies of the regular faculty.

The employment of part-time instructional personnel represented the largest single source of the evening faculty for most institutions. Although in a few institutions the faculty available to the evening college at the assistant professor level made up a somewhat larger percentage of the total than part-time faculty, the use of a part-time faculty ranked at the top among the sources of faculty for most evening college programs.

Although a few of the departments within the institutions visited were able to handle virtually all the subject matter demands of the evening college, the remainder required some of their evening college faculty members to come from the ranks of the part-timers. In some departments, ten per cent of the evening college faculty consisted of a part-time faculty while in others, they comprised from sixty to seventy-five per cent. The most common proportion was fifty per cent part-time faculty, and fifty per cent resident faculty.

This heavy involvement of a part-time faculty suggests that a close look should be taken at their role in the evening college.

Academic Preparation of the Part-Time Faculty

Part-time faculty members are generally not as academically ad-

vanced as members of the resident faculty of the university. Only a small fraction of them possess doctorates, and the number possessing no advanced degree is considerably larger than for university resident faculties as a whole. This is somewhat less true of part-timers in the liberal arts departments than it is in vocational areas. Where advanced degrees are lacking, the part-time faculty member generally possesses extensive professional experience which has frequently placed him near the top of his professional area in the community in which the university is located.

The part-time teacher was regarded either negatively as an expedient who fills the gap created by a shortage of resident faculty, or positively as a resource not otherwise available to the institution.

The Part-Time Teacher as an Expedient

In those instances where the part-time teacher filled in the gap created by the shortage or lack of the resident faculty, the chairman was usually working toward the elimination of the part-time teacher from the program. He was concerned about the lack of familiarity which the part-timer had with members of the department and departmental policy. He felt uneasy about the teaching ability of the non-academic faculty member and not a little guilty about the lack of departmental supervision. He was concerned about the high turnover which existed in the ranks of part-time teachers and wished through the exclusive use of full-time staff to introduce a greater measure of stability.

The part-timer was regarded as a person to be employed in the process of protecting the departmental staff. Thus, if it came to a choice between the departmental faculty member with research and writing interests teaching in the adult education division or the employment of a part-timer, the chairman usually hired or recommended a part-time person. Further, he could be offered a conditional contract contingent upon a class materializing, whereas to commit the time of a resident faculty member involved a risk which chairmen were reluctant to take.

The Part-Time Teacher as a Positive Resource

The use of a part-time faculty was viewed in a number of instances as a highly desirable step. It was argued that the part-timer represents a competency that could not be fulfilled by resident members of the department. In addition, it was felt that his possession of practical experi-

ence could be related more satisfactorily to the needs and interests of adults. These respondents felt that with suitable procedures for selection, pre-service and in-service preparation, and supervision, the part-timer could offer the university a resource that could not be duplicated except at a prohibitive cost.

These attitudes are not mutually exclusive, and certain of them existed side by side within the same department. For example, the chairman in some cases wished to eliminate part-time people from the teaching of introductory or required courses in the department, but he recognized that it was useful to have access to a variety of competencies to teach elective subjects in the evening program.

The majority of chairmen, however, were not enthusiastic about the use of part-time faculty. Ideally, they preferred to have more control over their faculties than was possible with part-time teaching personnel. Since the part-time faculty in most of the institutions was hired and paid by the dean of the evening division, the department's loss of control involved more than just a matter of supervision. It involved a question of basic loyalties, and the loyalties of part-timers were in most instances with the dean of the evening college.

Attitudes of Evening Deans Toward the Part-Time Faculty

The general attitude among evening deans concerning the use of part-timers was unfavorable, although they appeared to assess their competence at a somewhat higher level than did the department chairmen. The evening deans preferred to get the attention of the resident faculty, to involve them in curricular and student problems of the evening division, and to have more of them teach. Further, the evening deans reflected certain anxieties about the respectability of their programs. This anxiety was heightened in those situations where both the students and a large number of the faculty were on the periphery of the university. As one evening dean put it:

> There is a university policy under which faculty members who teach in the evening college are theoretically relieved of day teaching. However, this policy has forced us to import a great many people. I would prefer either to have a small core of full-time teachers, or pay the faculty on an "overload" basis.

The evening dean also shared some of the concerns which were felt by the department chairmen—lack of supervision, teaching ability, lack

of stability, unfamiliarity with departmental and university policy. However, although the part-time instructor was farther down the line in the evening dean's hierarchy of values than the resident faculty member, the evening dean was frequently forced to choose between two alternatives—employ part-time faculty or curtail the evening program. In some instances, such curtailment would have amounted to the virtual discontinuance of the program.

Thus the inevitable tendency for institutions to perpetuate themselves made it unlikely that the evening dean would avoid the use of part-time staff despite what he saw as significant limitations in their use.

Selection of Part-Time Faculty Members

In all but one institution, part-time faculty members were selected for the evening college program by the department chairman. Since in most instances the evening dean was responsible for paying the part-time faculty, he was generally empowered to exercise a veto over any selection made by the chairman. In one institution, the chairman nominated candidates to teach in the evening college on a part-time basis, and the evening dean made the final selection.

In addition, there were scattered patterns of selection which were quite different from those described above. For example, in one private institution with an enrollment of over 4,000 students, the president gave personal final approval to the hiring of part-time personnel after the process had been initiated by the liberal arts dean and approved by the evening dean. In another institution, the part-time personnel were selected, appointed, and paid by the department chairman and assigned to teach in the evening division.

The chairman tended to feel less uneasy about selecting certain persons as part-time teachers than others. He was particularly willing to accept a former student who completed graduate work in his department and whose past record as a student was known to him. He was generally willing to accept colleagues in neighboring institutions of whose work he knew. He was more cautious, but often willing to accept, the graduates of his own or another institution with an advanced degree whom he did not know but who had been professionally successful for a number of years. Finally, he accepted after more careful consideration, the individual whose sole claim to competence rested on successful practice.

Often, such persons were employed to handle special courses, conferences, or workshops dealing with a narrow subject over a short period of time.

Many of the problems in the use of part-time teachers might be obviated if adequate mechanisms for selection, preparation, supervision, and evaluation existed. In none of the institutions visited did either the departments or the evening division appear to have a consciously arrived at, continuous plan of selection, preparation, supervision or evaluation. Little systematic attempt was made, for example, to either indoctrinate or orient the part-time teacher to the field of adult education, concepts of adult learning, pedagogy, or to the institutional goals of either the evening division or the university as a whole.

Chapter V

AUTHORITY PATTERNS AND THE DEPARTMENT'S EVENING PROGRAMS

In practice, functional authority in the evening college lies in the hands of the department chairman and the evening dean. Their expectations of each other and their pattern of interaction largely determine the nature of the evening program. Only occasionally are higher administrative officers or the faculty of the university involved in evening college decision making.

Role of the Liberal Arts Dean

In eight institutions it was stated that the liberal arts deans' expectations concerning the department's evening program have never been defined or stated. In some instances it was admitted that the expectations of the dean of the liberal arts college had never been thought through. In others, the liberal arts dean simply had no expectations of the chairmen concerning the evening program.

In four institutions, expectations were stated, and it was agreed that the liberal arts dean expected the department chairmen to "handle things well," "uphold standards," and to "cooperate with the evening dean." Vague comments about evening college staffing were also made. The chairman was expected to "staff courses," "provide as adequate a program as staff permits," and "support the evening college program effectively as long as it doesn't interfere with the day program."

The overriding concern of the liberal arts deans in these four institutions was whether the courses being offered during the evening were of the same standard as the day courses. One respondent in a small sectarian university, reported:

> The dean of the college expects us to do our best to provide the same kind of courses and teachers in the evening as we have in the day. He has a very definite idea of what we should have there [in the evening college] and he is in complete control of academic standards in the university.

The liberal arts dean in this institution stated that:

> They [the department chairmen] know pretty much what I want them to do. I expect them to do a good job of keeping up the quality of the degree program in the evening and working with the evening dean on it. If they get good teachers with a good solid degree, and tell 'em to keep up standards, they won't even know I'm around!

The statements of the respondents with regard to the expectations held by the department chairmen of the liberal arts dean strongly paralleled the above findings. The view in most institutions was that the department chairman held no expectations of the liberal arts dean with regard to the evening college program of the department.

In four institutions, expectations of a general nature were stated. These were the same four institutions in which the liberal arts dean held expectations of the department chairmen. The expectations in the institutions were of four types:

1. Expects the liberal arts dean to protect the department from exploitation by the evening dean
2. Expects the liberal arts dean to take some interest in the department's work in the evening college
3. Expects the liberal arts dean to provide backing to the department in fulfilling its evening program
4. Expects help from the liberal arts dean in deciding on staff for the evening college

In two of the four institutions, the autonomy of the department chairman was limited, and the post of liberal arts dean was occupied by a strong personality. In addition, in these institutions a director (not a dean) with limited autonomy administered the evening program. Hence, it was necessary for the evening dean to look to the liberal arts dean for the realization of his own expectations about departmental involvement in the evening program.

In the third and fourth institutions, the liberal arts dean was regarded as a protector of the departments against an administratively strong evening college with effective presidential backing. The liberal arts dean therefore became the spokesman for all departments in the college who individually lacked the power to counter the evening dean. These departments were willing to "uphold standards," "staff courses," and "serve the community," providing they could rely on the authority of the liberal arts dean to "protect them against exploitation," "back up the department

chairman," and "provide help and interest in the evening program of the department."

In eight of the institutions it was indicated that: (1) no expectations were held on the part of the department chairman of the liberal arts dean, or (2) that the expectations of the department chairman were never thought through. In these institutions, the implied expectation was that the department chairman would act on his own initiative. The nature of his action or the possible alternative decisions he might consider were not subjects for exploration with the liberal arts dean. The department chairmen in these institutions saw no role for the liberal arts dean to perform in the pursuit of his evening college objectives. There was no need to "sensitize" the liberal arts dean by either personal or written communication about the evening college program of the department.

The Department Chairman's Expectations of the Evening Dean

The primary interactors in the decisions about the evening college program of the department are the chairman and the evening dean. Understanding the nature of this interaction in the form of mutual expectations will contribute to an understanding of the perceptions held by the chairman of the department's evening college program. These expectations were uncovered by inquiring of the chairmen and the evening deans what it was they expected each other to do in fulfilling the evening college objective of the department.

The interviews revealed that the expectations of the liberal arts department chairmen fell into three categories: mechanistic expectations, combination of mechanistic and policy expectations, and expectations at the policy level.

Mechanistic Expectations

In three institutions visited, the expectations of the evening dean held by the department chairmen were confined to the execution of mechanical tasks. In a number of instances, the term "mechanical factors" was actually employed in the department chairman's statement. "I expect him to handle the mechanical factors. It's his job to see to it that the class roll is made up, that the classrooms have chalk, heat and light, and that the students and the instructors know what room their class

meets in." One evening director, although himself a member of a traditional humanities department, was not expected to consult on curricular or instructional problems. The channel through which the department chairmen communicated with this evening director on anything except housekeeping matters was the liberal arts dean. As one department chairman put it: "I don't think he (the evening director) has much in the way of pressure power; he has primarily promotional power." Thus, the role of the evening director was to promote the program and to make the physical arrangements—including the referral of student or faculty complaints to the appropriate department.

In this institution, all daytime faculty taught in the evening on a rotation basis scheduled by the liberal arts dean. The chairman felt that the responsibility of the evening director was "mostly operational." "He's the idea man in public relations," one chairman reported, "but he doesn't have too much responsibility with regard to things academic. His signature on appointments is purely automatic." Further, it was agreed that the best thing for the evening student was to give them the same thing they get in the day, since the best day courses attract students in the evening. This leaves no role for the evening dean as "an educator."

At this same institution, the evening director was highly conscious of his limited role. He indicated that:

> I'm a director, not a dean. I don't have much academic say-so. Other deans let me go directly to the department heads. The liberal arts dean would resent my talking to and advising the department heads about evening courses and evening teachers. I suppose I could go to the president, but sometimes it isn't politic.

This institution is operating an evening program on the "day college at night" principle. There is no difference in goal and no realization that there might be one. What is required is an administrative person whose role it is to bring the departmental offerings to the attention of the working public and who sees to it that the facilities are available for the educational task to be executed.

In another institution, an almost identical attitude existed. A statement of the mechanical expectations by a department chairman was followed with: "This is a left-handed business, and frankly, we don't want to be bothered with it any more than we have to." In this institution, the general feeling was that the department chairmen had no expectations of the evening director at all. His mechanical functions were not regarded

as part of the departmental objective in the evening and therefore did not appear as a legitimate expectation for the department chairman to have of the evening director. This is an example of an institution in which no major expectations of the evening director were regarded as legitimate by the department chairmen. The university had strong departments which tended toward graduate and research activity. The former president is reported to have indicated his interest in seeing the colleges and departments grow in depth and his feeling that the development of an extensive evening college operation would be an obstacle to this kind of growth. The evening school has since been abolished.

The third institution in this group provided, under the aegis of a strong liberal arts dean, an evening degree program with identical admissions policies, course requirements, and instruction. The evening director did handle a heavy load of student counseling in the evening division, but he had no curricular or faculty appointment responsibilities.

It should be noted that, in all three institutions, the objective was to provide identical courses in the evening to those available during the day. None of the evening heads were deans, and none of them controlled a budget or maintained any administrative staff other than registrarial clerks. In each case, the evening unit was called "school" or "sessions."

Combination of Mechanistic and Policy Expectations

In a second group of five institutions the stated expectations held by the department chairmen of the evening dean combined mechanistic and policy statements.

Generally, the mechanistic functions described above are subsumed under the broader heading of policy with both serving as parts of the executive function. For example, when a respondent says that he expects "leadership and administrative direction of the evening college," as part of this expectation he includes the assignment of classrooms, blackboard erasers, chalk, class roll, etc. It is therefore suggested that when respondents find it necessary to itemize the mechanistic functions expected along with the policy functions, some ambiguity may exist concerning which of the functions really describe the role of the evening dean or director.

In one such institution, the dean of the evening division had been only

recently appointed. The evening division had been reorganized reducing its power as well as the power of the dean. At the same time departmental control over the subject matter decisions as they related to the evening division was increased. On the other hand, the evening division still retained some program autonomy in the non-credit area, although non-credit offerings represented a small part of the total evening program. The expectations of the department chairmen ranged from highly specific mechanistic factors to general policy statements relating to the mutual discussion of ideas for courses. It is likely that because of the way in which the dean of this evening division perceived his role there will be a tendency for the departmental expectations to become more mechanistic and less concerned with policy. The evening dean saw the department chairmen as expecting him to make decisions on course cancellations and to safeguard the maximum number of students in a course. There was no indication that the evening dean felt that department chairmen expected him to approve the curriculum or to pass on the qualifications of the faculty. On the other hand, he did see himself as the initiator of action between the evening division and the department. He also felt that the department expected him to discuss new ideas for courses and programs with them.

A second example is a private university with strong support for the evening division from the top administration. However, its capacity to sponsor activities—either day or evening—which are marginal in terms of their ability to support themselves, is not great. The result is that the evening college has focused its attention almost exclusively on the degree and credit offerings. The non-credit programs are largely vocationally oriented. As one department chairman put it, "We arrange the program by telephone or by mail. We generally talk about small matters incidental to the running of the program." On the other hand, the fact that the evening college is involved to some extent in the policy decisions of the department is suggested by this statement: "We expect the dean and his staff to help us maintain academic standards—not all of his aims coincide with ours and this makes it hard. We want a sense of academic freedom, if you will, and we feel offended when the dean doesn't like the way a course is taught." In this institution the dean of the evening college is in a position to pay university resident faculty for overload teaching. Thus, the concern of one chairman that "everyone be given a fair chance to prove himself [as a teacher], suggests an expectation on the part of

the evening dean that he deal with problems at the policy level.

In another publicly supported institution with an active evening college program, control in the credit area rests with the departments and there are special departmental representatives appointed to work with the evening program. They are paid on an overload basis for functioning in this capacity. Most of the dealings of the department chairmen are with this departmental representative for the evening. The chairman's expectations of the evening director tend therefore to be primarily non-policy in nature. The courses that are offered are identical both in content and in method. As one chairman put it:

> My relationship is purely mechanical. We have contact between the department and the administrative offices of the evening school. But the director has no expectations of me; the control over the program is strong enough from the day that the work that is carried on is the same.
>
> . . . I've never had to think about what I expect from the director. He's so good at his job that it would never occur to me to raise such a question.

In another instance, the evening dean was described as "not very bright; he's amazed at what goes on. He initiates only routine things; if we feel that there is a need for more courses, we go down and tell him."

On the other hand, the chairman of the music department at this institution stated that "I expect the evening dean to have an open ear for the ideas and suggestions that I have about the evening college program in music. I know he does have. We have a clear understanding that we can bring ideas to one another and that we will carry them out if they are reasonable and feasible." This suggests that the evening dean possessed some control over the decisions concerning the evening curriculum. Further, he had control over an instructional budget. One department chairman at this institution indicated that he expected the evening dean to "pay our instructors as much as we can get him to." It should be noted that the dean of the evening college was a full professor in the institution. Since the evening curriculum was identical with the day curriculum and since this director was not usually the initiator in negotiations with the departments, he was regarded also in terms of mechanistic expectations.

Expectations of the Department Chairman at the Policy Level

In a group of four institutions the statements of the department chairmen regarding expectations of the evening dean reflected a definition of

the latter's role which rested completely in the policy area. In the case of these institutions, no expectations were stated which revealed that the department chairmen thought of the evening dean in mechanistic terms or attempted to combine both mechanistic and policy expectations.

These institutions represented a range of institutional types: municipal, sectarian, private university, and small, community-centered private university. These are institutions where the evening dean's involvement in the decisional process is expected. All offer special evening degrees or certificates and exercise a strong control over faculty choice and assessment.

In the case of one of these institutions it was indicated that the department chairman expected the office staff to handle mechanical problems. At no time, however, was the evening dean expected to concern himself with operational or factual judgments.

In another of these institutions, the general response can be summarized in the remarks of one chairman who reported that he expected nothing from the evening dean. In this institution, the evening dean was vested with considerable authority, by virtue of faculty disinterest. In addition, the evening division was set up as an independent college. The department chairmen did not see themselves as being involved in a mutual objective, but rather as assisting in the fulfillment of objectives of the evening division.

In the case of the two remaining institutions in this category, the policy expectations of the department chairmen were largely the result of new efforts and attention being directed at the evening division. In one instance, the head of the evening college was also an assistant to the president of the university, while in the second, the director of extension was brought in to "straighten out and expand" the evening program. In both instances, therefore, senior university administrative staff were actively supporting the efforts of the evening directors although the roles of the evening deans were, in fact, not clearly defined.

According to the evening deans, department chairmen in these institutions expected them to "know what kind of courses and programs should be offered," "back him up on my request for additional staff to serve the evening college," and "consult with the department chairmen on courses and programs."

In the case of all these institutions the dean or director of the evening division reported directly to the president of the university. The evening dean in these institutions carried an administrative status on a parallel with academic deans and directors and top non-academic staff.

The Evening Dean's Expectations of the Department Chairman

The liberal arts department chairmen and the evening college deans do make functional claims upon each other in a way that is not true of the relationship between the chairman and the liberal arts dean in the evening college program area. The chairmen in all but a single institution accurately and clearly perceived the expectations which the evening dean held of them.

In the lone institution in which no expectations of the department chairmen were held by the evening dean, he possessed neither the sanctions which might flow from strong presidential support, nor the reward power of the budget to encourage compliance. He had access to none of the symbols usually associated with high status to help him in his struggle. Without budget, staff, policy-making power, or title, he was at a loss to create any expectational pattern. In addition, the department chairmen in this institution had no expectations of the evening director.

Selection of Faculty

Both the evening deans and the department chairmen in the eleven institutions agreed that the most important expectation held by the evening dean of the chairman was the selection of a competent and interested faculty. One chairman reported:

> The evening dean depends on me to settle the problems of the selection of the faculty. He hopes that I will come up with proper personnel for instructors in the evening college.

The fact that, in a majority of instances, the selection of the faculty is based on marginally rational factors suggests that factors of competence and interest are either assumed or that the evening dean's expectations are assigned less importance than other expectations held of the chairman from other sources.

It is clear, however, that a) the department chairman is fully aware of the evening dean's expectations, and b) the evening dean generally lacks

the necessary sanctions to produce the behavior in the chairman that he desires.

Selection of Curriculum

The second major expectation held by the evening dean of the department chairman was related to the selection of the curriculum for the evening program. There appeared to be greater disagreement between the evening deans and the chairmen concerning the latter's role in curriculum selection than in the area of selection of faculty. There was a strong tendency on the part of the evening dean to perceive himself as a creative program developer, and an equally strong tendency on the part of the chairman to see the evening dean as expecting all program development responsibilities to reside in the chairman.

The decision about what should be offered in the evening college is generally regarded as the responsibility of the department. The evening dean's contribution to this decision helps the chairman to arrive at more accurate premises on which to base his final decision. Thus, although the evening dean expects the chairman to suggest and recommend, this does not necessarily happen. Clearly, there is a misperception on the part of the two interactors concerning the evening dean's expectations.

There appeared to be an internal conflict between the evening dean's conception of reality and his expectations of the department chairman. The evening dean respondents may have projected their preferences as expectations, instead of defining expectations within a framework of reality. At least, considerable ambiguity surrounds the relationship between the chairman and the evening dean in the area of curricular decision-making.

Maintenance of Standards

Although the chairmen in eight institutions perceived the evening dean as expecting the maintenance of high standards, no evening dean indicated that he in fact held such an expectation.

The identification on the part of the department chairmen of a concern on the part of the evening dean for high standards may reflect a certain level of anxiety about the quality of the students which was not shared by the evening dean. The evening deans frequently urged the department chairmen to make no distinctions in the application of standards to the

evening division, but apparently do not see it as their responsibility to expect this kind of behavior from the chairmen. This attitude, however, is not perceived by the chairmen who undoubtedly feel a certain sense of personal guilt about the standards of the work they are providing.

Support for the Evening Program

Another expectation held by the evening dean was that the department chairmen "see the value of and support the evening college program." Both the chairmen and the evening deans shared this expectation. In many instances, such comments reflect the lack of power of the evening dean in relation to the department chairman. They suggest the absence of meaningful rewards or punishments or significant status differentials which are commonly found within a hierarchical decision-making framework. Thus, not only is there uncertainty and vagueness surrounding the relationship of the department chairman and the evening dean, but considerable institutional insecurity on the part of those evening deans who feel it necessary to call for statements of support and allegiance.

Chapter VI

EVALUATING THE DEPARTMENT'S EVENING COLLEGE PROGRAM

The department chairman, in weighing his decisions about the department's evening college program, concerns himself with the extent to which this program bears some relationship to the accomplishment of the long-range goals of the department. If he judges that the evening program will contribute to departmental objectives, he will perceive it as having a close relationship to the department, and it will play a significant part in subsequent decisions. If, on the other hand, the evening program does not contribute to the realization of the department's goals, he will perceive it as a tangential or marginal affair of only minor concern in the department's future decisions.

Part of his decision concerning the relationship of the department's evening program will include evaluation of the efforts expended. Even though the evening program may represent a legitimate departmental goal, its failure to produce the results desired would not contribute to a fulfillment of the department's goals.

The evaluation of the department's evening college programs also involves ranking it within the department's hierarchy of values. The evening program may in fact contribute to the department's goals with some effectiveness, but its relative importance in the department's hierarchy of values may or may not suggest that a different expenditure of time, energy, and resources would be more effective in achieving department goals.

This chapter will consider the affective dimension of the responses to the interviews through an examination of three areas: the evaluation of the relationship of the evening program to the long-term goals of the department, the respondents' assessment of the effectiveness of the department's efforts in the evening college, and an analysis of the relative importance of this effort in terms of the department's long-range goals.

The Relationship of the Department's Evening Program To Its Total Education Objectives

Two elements governed the department chairman's evaluation of the relationship of the department's evening program to its total educational objectives: (1) the extent to which the evening program reflected the day program objectives of the department, and (2) the extent to which the control over the decisions about the objectives of the evening program rested in the department.

Close Relationship to Department's Long-Range Objectives

In determining the extent to which the evening college program contributed to the long-range objectives of the department, the respondents were asked what they saw as the relationship of the evening college work to the total efforts of the department.

In each of four of the institutions visited, at least half the chairmen and the liberal arts and evening deans perceived a close relationship between the department and its evening program. In all four institutions, a substantial program of identical courses was offered through the evening college. It was possible for a student to complete all or a substantial part of his degree through the evening college. The faculty for the evening program was the same as for the day program, teaching as a part of their regular load. The respondents indicated that evening courses were taught in the same way using the same instructional materials and evaluation devices. As the chairman of the mathematics department of one of the four institutions suggested:

> It's really not any different although it's called adult work. No different than an eight o'clock class; just a different time of day. It's all degree credit work and we're all singing out of the same hymn book.

These four institutions also perceived the objectives of the department in the evening college as being identical. One of them was a small private university with a strong liberal arts dean. A second was a sectarian institution that did not want to go beyond its regular degree credit program. The other two were publicly supported institutions, one with a large evening program, the other with a middle-sized program. In all four universities the evening head was the "director" of an evening "school" or evening "sessions."

Thus, it is suggested that for a close relationship to exist, the edu-

cational characteristics of the evening program—course content, instructional method, materials used, and devices for evaluation—must be identical or similar. In addition, a substantial portion of this program must be regularly offered through the evening division.

Some Relationship to Department's Long-Range Objectives

In none of the institutions did more than three respondents indicate that there was "some relationship" between the evening college program and the total program of the department. However, in one university the respondents were divided between those who saw a close relationship and those who saw some relationship. This institution maintained credit and non-credit courses and certificate programs, and engaged in extensive evening college work outside the geographical area of the university. The evening college represented an important educational activity, the university being heavily dependent upon local and state citizen support and interest for its continued existence. Although the evening dean occupied a strong administrative position, he was required to deal with a liberal arts dean who maintained close reins on his relatively weak departments. Thus, although the liberal arts dean in this institution perceived a close relationship as existing, the evening dean felt that there was only some relationship. Each felt that he and not the other had control over the evening college program.

In another university the respondents were divided between those who saw some relationship as existing and those who saw barely any relationship at all. In this institution, a variety of educational programs were operated through the evening college with the evening dean traditionally exercising considerable authority. Before the tenure of the present evening dean, the evening college functioned as a highly autonomous administrative unit. The dean and his staff tended to ignore the department chairmen in making plans. Although this attitude changed with the incumbency of the present evening dean, the evening college still maintained considerable independence.

Little or No Relationship to Department's Total Program

In four institutions, a majority of all respondents saw little or no relationship between the evening program and the department's total program. Two of these institutions were among the four institutions with the largest evening colleges, while one was in the middle-sized group

and one was in the smallest group. Three of the four institutions were private; one was publicly supported.

Two of the institutions where little or no relationship was perceived were the same institutions where respondents saw a different objective being pursued in the evening from the day. In one of these institutions, a strong evening dean was empowered to grant evening college degrees and set up special courses and lecture programs. His relationship to the departments was a voluntary one. The other institution had a large part-time evening faculty who taught unclassified students with educational objectives different from the day. Some campus as well as other courses and programs were part of the evening college's curriculum. This institution had a strong graduate and research-oriented faculty who saw no objectives being met through the evening college, nor did they see any relationship between what was being done in the evening college and what they were trying to accomplish through the work of the department.

In a third case, although courses and descriptions had to be identical by university statute, no relationship was perceived. In this institution, the respondents did not believe the program would contribute to the long-range objectives of their departments. The chairman of the history department said:

> This is a very left-handed business and I couldn't say that there is really much of a relationship. We offer one or two courses a semester as against fifty or sixty in the day program. I wouldn't call that much of a relationship, would you?

The major reason for the evaluation of this chairman and other respondents was that the program was extremely modest in size. In all cases, the offering was confined to a few courses with no minors or majors available. Thus, insofar as a program was being offered, its aim was the same as the day program, but in evaluating its contribution to the fulfillment of the department's long-range objectives, it failed to meet such a test.

The fourth institution maintained a large evening college operation located some distance from the main campus. Recently, changes in the responsibilities for evening work had given greater authority to colleges and departments at the expense of the evening college dean and his staff. This institution maintained extensive evening degree programs as well as non-degree and non-credit courses and programs. The institution was

nationally known, with a strong graduate emphasis and strong departmental control. Despite the fact that greater control was held within the departments and colleges, chairmen felt that little of what went on in the evening college was related to the total program of the department.

Of the twelve institutions, two defied classification as far as relationship was concerned. In one institution, a private university which maintains a substantial degree/non-degree, credit/non-credit program that extends all over the state, some respondents felt the relationship was close, others felt that there was some relationship, and still others saw little or no relationship. Of all institutions visited, this one represents the most varied and complete program of evening college work including public lecture programs, special degree programs, and residential conferences. It also maintains a large evening college program staff and a separate and substantial physical plant. On the other hand, it was characterized by a strong department structure. Some of the departments perceived themselves as graduate departments with little or no relationship to the evening college, and others saw themselves as undergraduate teaching departments doing substantially the same thing in the evening as in the day. This is a university with an image in transition, moving from the typical undergraduate institution to a university with more complex and varied educational programs. The evening college, strongly supported by the administration, mirrors this institutional image.

Factors Determining the Interest of the Department in the Evening Program

Two conditions appear to be necessary if the academic department chairman is to take a great interest in the evening program. There must be a sizable and various evening offering in his subject, and he must retain close control of the educational objectives.

Size and variety of the evening program. One of the purposes of the departmental form of organization is to provide a workable and meaningful division of subject matter. The fulfillment of this departmental objective can best be realized when a substantial portion of this subject matter is being taught. The department therefore does not perceive its objectives being met solely through the offering of introductory or survey courses in the discipline, but in the offering of high quality advanced and specialized courses. To the extent that the department's evening col-

lege program reflects these curricular objectives, it is regarded as contributing to the department's objectives, and its relationship to the day program is regarded as a close one. The inclusion of other courses, either credit or non-credit, which do not fit the prescribed pattern is of marginal interest to the department.

Control over objectives. The locus of control over the fulfillment of objectives proved to be an important factor in the perception of the evening program by the department chairman.

The respondents felt that only in those instances where conscious control over the educational objectives was the prerogative of the department, could a close and meaningful relationship exist between the day program and the evening program. The lack of such a relationship meant either an indifferent or frequently a negative evaluation of the evening program by the department chairman because of the absence of a commonly shared value system for both the day and evening programs.

In those institutions where control over objectives resided with the department, decisions about courses in the discipline to be offered in the evening college and about instructional personnel to teach them rested with the department chairman.

Effectiveness of the Department's Evening Program

A second aspect of evaluation was concerned with the effectiveness of the results of an investment of resources to attain a given objective. In the case of many of the departmental evening programs, the objective was to provide an educational program which met the standards applied by the department for the day program. Thus, one of the chief measures of effectiveness was the comparison of the evening students with the day students. On the other hand, in those institutions where the objectives of the evening program were in fact different from those of the day program, a measure of effectiveness was the general success of the program in terms of enrollment.

Quality of Students

In those institutions where a close relationship existed, that is, where educational objectives were identical for day and evening, and where the evening program was in the control of the department chairman, the eve-

ning college students were generally regarded as being as effective as the day students. It should be pointed out however, that, even in such institutions, at least one department chairman felt that it was necessary to lower standards or to make compromises in teaching evening college students, and hence, the department's objectives could not be attained. Three major factors were suggested by the respondents as reducing the effectiveness of the evening college student: (1) classroom attendance—evening college students have life experiences which conflict and compete with attendance in class; (2) preparation—evening students are limited in both their ability and opportunity to read and to study; (3) competence—generally, students of low calibre are included among those admitted to the evening program. It was felt that a larger group of mediocre students attend in the evening than during the day, although it was admitted that some good students are found in the evening college.

Those chairmen who think the evening student is less effective than the day student suggest two measures for the evening student's improvement. First, he must not be pampered. The same performance standards must be rigorously applied to him as to the daytime student. Second, instructional staff must in all instances be provided from among the resident faculty of the department so that the chairman can be assured that standards are in fact equal.

It should be added that this attitude was shared by department chairmen in institutions where the evening program was not identical to the day program or who did not have control over the evening program objectives. These chairmen felt that, for the most part, they did not have the means at their disposal to determine the effectiveness of the evening college student.

Enrollment as a Measure of Effectiveness

In those institutions where the objectives of the evening program were different from those of the day program resulting in different courses and instructors, the respondents felt that it was necessary to rely on external evidences of effectiveness. They concluded that the program must be effective because "the courses get populated," or they observed that "the programs must be effective or there wouldn't be such a demand for them."

The use of enrollment statistics as measures of effectiveness is

characteristic not only of department chairmen, but of other university administrators. In a report by a special committee of the National University Extension Association this view was stated as follows: "One has the feeling that, in part, the favorable attitude of the administration toward the development of the adult education program of our colleges and universities is motivated by the fact that these programs are being well received and that it is good public relations to expand them."[1] Thus it appears that at least in some institutions a major basis for determining the legitimacy of the evening college program on the part of the department chairman is educationally marginal factors such as public relations and popularity.

Importance of the Department's Evening Program

The third area of evaluative response relating to the department's evening college program is concerned with the importance of the program. The department chairman's evaluation of the importance of the evening program may or may not be related to the department's long-range goals. The evening program may in fact contribute to the achievement of the department's goals with considerable effectiveness, or its importance may rest in the fact that it helps the department achieve other ends.

In those four institutions, however, where a close relationship existed between the day and evening program, the chairmen felt that it was very important for the department to offer work in the evening college. Two of these institutions were publicly supported, and two others were small liberal arts, teaching-oriented institutions.

Half of the chairmen in the eight other institutions commented on the importance of evening college in general without suggesting its relationship to the department's hierarchy of values. In other words, these chairmen suggested that it was important for the department to engage in work in the evening college because it was important for the university to do so. This frequently meant that the department felt that it could

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1. Charles A. Fisher, Knute O. Broady and Cyril O. Houle, Adult Education in the Modern University (Ann Arbor: University of Michigan Press, 1949), p. 29.

not afford to turn its back completely on the evening college. Operationally, it meant that the department would try to do everything possible to provide work in the evening college after the needs of the day program had been met. Since resources are always outstripped by the demands made upon them, little time or energy was usually left over for an evening college program. In the eyes of such chairmen, the evening college did not rank high as far as the investment of departmental resources was concerned. These chairmen represented institutions where there was no departmental objective being served through the evening college —where the relationship was not defined as being a close one—or departments in institutions where the role of the evening college was in flux.

The importance of the evening program to the department was defined in a number of instances in an expediential manner. The department chairmen offered one of three reasons for the importance of the evening program to the department. First, the evening program offered a financial subsidy which could be employed by the department in a variety of ways. For example, the promise of additional compensation for teaching in the evening program might attract a teacher to the department who otherwise would not come. In another case, the department chairman used the evening teaching as a means of providing extra compensation and teaching experience for graduate students in the department. In still another instance, the compensation for evening teaching was used as a means to help faculty members who needed financial assistance.

A second expediential factor in the importance of the evening program was the department's desire to expand its size. This was accomplished in some departments by securing evening college budgetary support to cover part of a faculty member's salary in exchange for resident faculty participation in the evening program. The chairman could then expand his departmental program with this financial assistance. Another factor was the desire to add to the total student enrollment in the department and to increase the potential number of majors in the department.

A third expediential factor employed by the department was providing token support to the evening college program in order to prevent any action being taken by the top administration which would possibly increase the proportion of resources which the department would have to contribute to the evening college programs. Therefore, the department provides

a maximum of one or two courses each semester on the basis of requests from the evening college dean.

Thus the decisions about whether to offer evening courses and programs were being made for reasons unrelated to the achievement of objectives of importance to the department. The evening program was employed by the department as an expedient to fulfill other aims more closely related to the department's interests.

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